

Evaluation of the Effectiveness of the Cash-for-Work Program in Coastal Villages: A Case Study of Bheramari

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Abstract

The Village Cash-for-Work (PKTD) program is an independently managed empowerment initiative for low-income communities, aimed at creating jobs to alleviate unemployment and poverty in rural areas. This study evaluates the effectiveness of the cash-for-work program in a coastal village. A descriptive-qualitative research method was employed, utilizing observation, interviews, documentation, and focus group discussions (FGDs) to assess effectiveness and propose policy model recommendations. SWOT analysis was used to inform decision-making by considering the internal and external factors influencing the program's effectiveness. According to Budiani, the four indicators of effectiveness are target accuracy, program dissemination, program objectives, and program monitoring. The findings indicate that the PKTD program in Bheramari Village successfully met the indicators for program dissemination and sustainability. However, the indicators for target accuracy and program objectives were not adequately met; the program engaged only 26% of the local workforce predominantly skilled laborers and failed to address the coastal village's primary needs. Consequently, affirmative policy measures are required to increase worker participation, alongside the implementation of activities tailored to local needs through an assessment of the area's specific characteristics.

Keywords

Cash-for-Work, Coastal, Effectiveness, Evaluation, Village.



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INTRODUCTION

In recent years, the Government of Indonesia has made various fiscal policy changes to improve its rural economy, especially the Village Fund instrument, which has been in effect since 2015. These efforts are in line with the government's mission to develop Indonesia (Prasetyoningsih et al, 2023). The Government of Indonesia has issued a Regulation of the Minister of Home Affairs (Permendagri Number 114 of 2014 concerning Guidelines for Village Development, which aims to harmonize development planning between villages and districts (Prasetyoningsih et al, 2023). The priority of using village funds is implied for the Village Cash Intensive Program

(PKTD), as part of the government's efforts to accelerate rural development (Jatmiko et al, 2024). PKTD aims to create jobs and increase the income of rural communities through infrastructure development activities involving the direct participation of citizens (Sofi, 2021); (Putri, 2025). Therefore, this program should not only focus on physical development, but also encourage community involvement in the planning and implementation process, thereby increasing a sense of ownership and responsibility for the development results achieved (Nurviyanti et al, 2023). By involving the community, CCP will also strengthen social ties among villagers (Zulkarnain et al, 2025). In addition, this program also serves to improve community skills (Nurhaeny et al, 2023); (Kusuma et al, 2022), so that they can play an active role in village development (Azis et al, 2023).

The effectiveness of the implementation of CCP in a village is greatly influenced by the characteristics of the region and its population (Arman, 2023); (Sodikin, 2021). For example, in coastal areas where the majority of the population is fishermen, the CCP program should be implemented in the form of activities that are relevant to the needs and potential of coastal areas (Wijaya, 2023), (Apriani, 2019). In this context, the development of infrastructure, such as fish auction sites and coastal boundary walls is very important (Supatra et al, 2024). The infrastructure not only supports more efficient fishing activities (Campbell et al, 2021), but also protects natural resources and increases community resilience to climate change and coastal abrasion. By involving fishing communities in the development process (Nuraisyah et al, 2022). CCP not only creates jobs, but also strengthens a sense of ownership and responsibility for the environment (Reid et al, 2021). Therefore, adjusting the CCP program to regional characteristics and the needs of local residents is crucial to achieve optimal and sustainable results. Bheramari Village, Nangapanda District, Ende Regency, East Nusa Tenggara Province (NTT) is a coastal area that has implemented CCP programs in the form of building road rebates and building access to public cemeteries [20].

Based on the Bheramari Village Revenue and Expenditure Budget report for 2024, it was revealed that 19.7% had been allocated for the CCP program out of a total budget of IDR 737,420,000. Although the implementation is in accordance with the policies implemented, the program is considered not yet fully felt by the local community which is a coastal area (Arman, 2023). This is identified when there is an inequality between the number of male population of productive age and the absorbed labor force of 26%. As a result, the implementation of CCP tends to be accessed only by a handful of people who have expertise in the field of carpentry (Anggraeni et al, 2024), while people who do not have these skills cannot participate. Therefore, it can

be concluded that the effectiveness of CCP is not only determined by the policies implemented, but also by the characteristics of the region and population in each village (Lareh, 2018).

METHODS

The research method is carried out with a qualitative description approach. Qualitative research basically explains social phenomena through the collection and analysis of non-numerical data such as interviews, observations, and content analysis (Kristian et al, 2023). Data collection techniques are carried out by means of observation, interviews and documentation as well as Focus Group Discussions (FGD) which involve a group of participants to discuss a certain topic with the aim of gaining deeper views and understanding. This study also uses SWOT analysis to strengthen the research results. Systematic SWOT analysis can support the development of evidence-based strategies that are more adaptive to local conditions (Anto et al, 2024).

FINDINGS AND DISCUSSION

Law Number 06 of 2014 concerning Villages provides hope for improving the welfare of village communities. In order to realize community welfare, the village law regulates budget policies provided by the central government directly to village governments through village funds (Megawati et al, 2023). Village funds are part of the State Budget which is allocated to support the implementation of village government, village development, village community development, village community empowerment and disaster management, emergencies and urgent village management. The priority use of village funds is regulated in the Regulation of the Minister of Finance Number 146 of 2023 and Permendesa PDTT No. 7 of 2023 for budget use in 2024. The management of village funds through the hamlet deliberation forum to village development planning deliberations as a forum for distributing the aspirations of village communities (Dai, 2022). The policy of allocating village funds continues to change every year. This statement can be seen in figure 1 below:

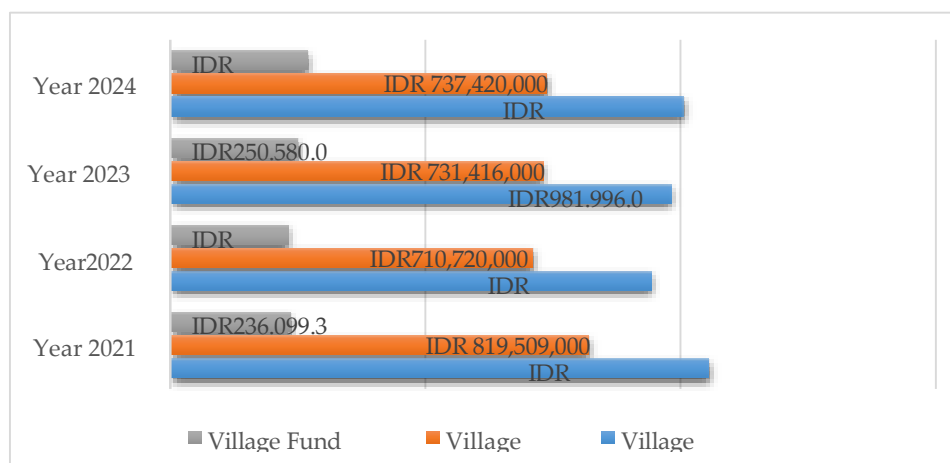


Figure 1. Bheramari Village Income

Based on the picture above, the village of Bheramari does not have original village income. Village income only comes from central and regional transfers (Seliman, 2023). Budget revenues every year have changed, both village funds and village fund allocations. Indicators of budget determination can be seen from the number of population, area area, the number of poor people, the geographical condition of the village, and changes in the priorities of the use of village funds set by the central and regional governments. This is in line with what was said by Mr. Jumadin as the village secretary.

"We do not have original village income, village development efforts only depend on village funds and village fund allocation, so there needs to be action from us village government in providing space for the community to jointly provide input related to the need for village original income, further related to the amount of funds transferred every year which varies from the number of population, area area, number of poor people, geographical situation of the village, as well as changes in the priorities of the use of village funds set by the central and regional governments"

In realizing community welfare, there are five main areas that are the focus of village development, namely the field of village government implementation, the field of village development, the field of village community development, the field of village community empowerment and the field of disaster management, emergency and urgency of the village. One form of implementation of the field of village development is the Cash Labor Intensive Program (PKT), which aims to create jobs and increase the income of village communities through infrastructure development activities that involve the direct participation of residents. The Village Cash Intensive Program is realized in physical activities of infrastructure and social facilities sourced from village funds (Tanjung et al, 2021), in the Bheramari Regional Budget for the 2024

fiscal year most of the village funds are allocated to the field of empowerment and disaster management. This is in accordance with the statement from Mr. Pare Pua Salama as the head of Bheramari Village

"In the APBDes there are several areas that will be realized through the budget for the next one year, village funds in 2024 are focused on empowerment and disaster management such as training, the provision of nutmeg saplings for farmers and the distribution of direct cash assistance to communities that are included in the category of aid recipients, therefore we have done our best to provide assistance right on target"

Physical activities included in the Cash Labor Intensive (PKT) program in Bheramari Village have been determined through the hamlet deliberation mechanism to village development planning deliberations (Musrenbangdes) with the Village Consultative Body (BPD) and community leaders (Mildawati et al, 2022). In the 2024 fiscal year, there are two infrastructure activities realized through the APBDesa, namely the road rebate project with a budget of IDR 26,856,300 and the construction of access to public cemeteries of IDR 118,987,000. The accountability for the implementation of this program is based on the principles of accountability, transparency, participation, and budget discipline (Widhiasthini et al, 2021). The focus of this research is on the effectiveness of the PKT program in coastal villages, especially Bheramari Village. To measure effectiveness, Budiani's theory of effectiveness is used.

Target accuracy

The budget allocation for the cash-intensive program in 2024 is IDR 145,843,300. PKT activities have been carried out in accordance with the principles of financial management. The success of PKT in Bheramari Village is greatly influenced by the characteristics of the area and its population. However, the program implemented is not yet on target. This condition is evident from the program that is realized without reviewing in terms of regional and population characteristics. This is in line with the statement from Mr. Pare Pua Salam as the Head of Bheramari Village.

"Seeing the condition of our village which has access to the sea, we the village government are very aware of that. However, previously there were several programs that had been distributed to coastal communities such as assistance with fishing machines, fishing gear, trawlers and equipment for small fishermen. However, the assistance is not only temporary. We, the village government, will strive to prioritize infrastructure development for the long term".

This opinion is in line with what was conveyed by Mr. Jumadin Papi as the Village Secretary.

"We realize that the program allocated this year has not answered the needs of the community. However, we think that providing access to public cemeteries is

already a program that can be facilitated for all residents. The research conducted by Mrs. Nuriam gives us an overview so that it can be used as evaluation material for us in the future".

Based on the summary of the interviews, it can be concluded that the development programs in Bheramari Village are not on target because they do not take into account the characteristics of the coastal area and the needs of the population. Pare Village Head Pua Salam emphasized that temporary assistance such as fishing machines, fishing gear, and trawlers for small fishermen is not sustainable, so the village government plans to prioritize long-term infrastructure. This opinion is supported by Village Secretary Jumadin Papi, who admits that the programs realized this year such as access to public cemeteries have not met the needs of the community as a whole. By designing programs that are in accordance with local needs and conditions, it is hoped that CCP can provide broader and sustainable benefits for all village communities. In this context, the development of infrastructure, such as fish auction sites is very important. The infrastructure not only supports more efficient fishing activities, but also protects natural resources and increases community resilience to climate change and coastal abrasion. Therefore, the infrastructure that needs to be developed in answering the goals of PKT is the Fish Auction Place (TPI) which is a relevant strategic step to increase the independence and economic welfare of coastal communities.

Participation

The measurement of the accuracy of the targets in the Cash Labor Intensive (PKT) program in the development of access to public cemeteries is carried out by looking at the extent to which local workers, such as fishermen, farm laborers, the unemployed, traders and handymen, are really involved in the implementation of activities. The direct involvement of this community group is important because in addition to providing job opportunities and additional income, it also ensures that the benefits of the program are felt by local residents. The active participation of the people of Bheramari Village, especially residents who live in the RT area, with the workforce that is entirely from the local community so that it has a direct impact on increasing the income of residents. This is in line with the information provided by Mrs. Sari Kartika as the village treasurer

"By translating the policy of the Village Minister related to labor wages so that we the village government provide a policy that in a project in the village not all residents can participate as workers, for example the project to build access to public cemeteries is at Rt 005 Rw 003, so only the residents of the rt can participate but not as a whole, we need to review in terms of the size of the budget, the type of activities carried out, and the need for certain skills".

The policy regarding wages, payment systems, and budget allocation refers to the PDTT Village Regulation Number 7 of 2023, which stipulates that at least 30% of the total PKT budget must be allocated to worker wages. The amount of workers' wages is determined by the village government by following the wage standards that apply in the area so that it remains relevant and in accordance with the principles of social justice and economic empowerment of the village community. Therefore, the determination of the wages received by residents in the construction of access to public cemeteries is IDR 90,000/day with a total of 30 days of work. The provision of wages has referred to the PDTT Village Regulation Number 7 of 2023 and Ende Regulation Number 40 of 2024. Although the implementation is in accordance with the policies implemented, the program is considered not yet fully felt by the local community which is a coastal area (Haryati et al, 2023). This was identified between the number of productive male population working as many as 46 people and the absorbed workforce of 12 people so that only 26% of the productive workforce could be involved. This is supported by processed sources from the researcher in the form of the image below.

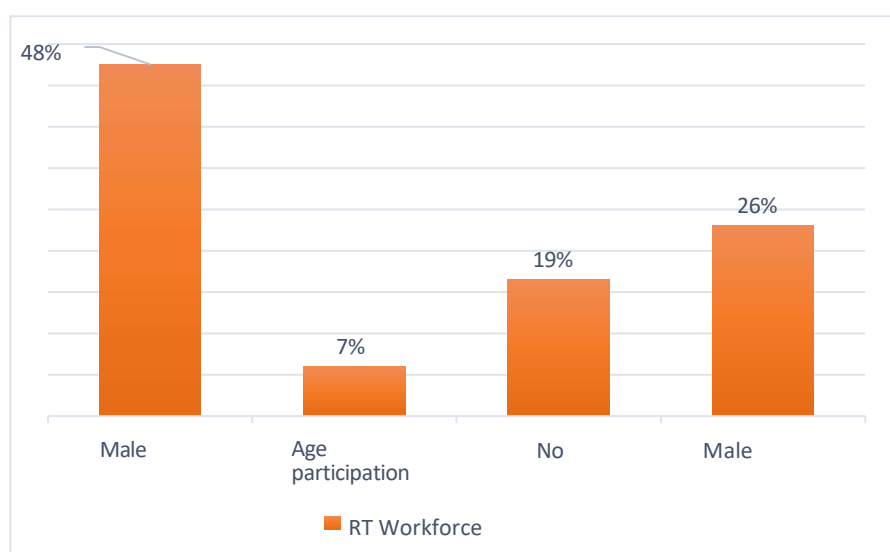


Figure 2. Labor Source: Researcher's Processing

The same conclusion was conveyed by Mr. Fransiskus Raki as the head of development.

"Some people consider that the policy is not completely fair because the absorbed workforce is still limited to a handful of people with relatively small wages. In addition, residents with skills in the field of carpentry have great potential to

participate. For example, in physical development activities, only residents who have skills in the field of carpentry can participate."

The Labor-Intensive Cash Program (PKT) is not only a means of village infrastructure development, but also serves as an instrument for empowering coastal communities according to their socio-economic needs and conditions. However, the involvement of local workers in the implementation of this program is not optimal because only about 26% of the workforce is absorbed, so the accuracy of the target has not been fully achieved. The implementation of PKT tends to be more accessible to people who have expertise in carpentry, while those who do not have these skills have less opportunity to participate. Thus, the effectiveness of PKT is not only determined by the policies implemented, but also influenced by the characteristics of the region and the conditions of the population in each village.

Program Socialization

The socialization of the Bheramari Village program serves to assess the extent to which coastal communities understand the objectives, mechanisms, and benefits of the Cash Labor-Intensive Program (PKT) which is carried out through a clear, open, and easy-to-understand information delivery process [26]. Good socialization ensures that community participation is not only limited to physical involvement, but also in the aspect of understanding so that they know the direction, benefits, and responsibilities in the implementation of the program (Giriwati et al, 2024). Researchers have conducted observations and interviews related to the provision of understanding by program implementers to residents about the cash-intensive program, so that residents can understand the program effectively. Based on an interview conducted by Mr. Pare Pua Salama as the Head of Bheramari Village, he said:

"Regarding the PKT program, I myself as the village head and my friends in the village apparatus really understand and know the purpose of the program, the underlying regulations and the goals of the program, so that it becomes a provision for us in applying knowledge to the community so that the program can be understood and implemented correctly and correctly".

Based on the statement of the Village Head, it can be seen that the indicators of understanding the Bheramari Village Government's program are quite understandable about the Village Fund BLT program. At the same time, the researcher also conducted an interview with Mr. Frengki Raki as the village apparatus as well as the Coordinator of the PKT program, he said:

"Before determining the program in 2024, the village conducts hamlet deliberations involving the village government, hamlet heads, rt, rw and all communities in the hamlet in order to be able to absorb aspirations, capture problems, solutions and development proposals that will be submitted in village-

level planning, so that the results of the hamlet deliberations are determined at the time of the musrenbangdes by reviewing the priorities of activities in each hamlet and then a Development Work Plan (RKP) is made which is the basis for the preparation of the Village Revenue and Expenditure Budget (APBDesa) for a period of one year, so that the program that has been determined needs to be socialized in order to provide understanding to the community regarding the program up to the accountability stage.

Mr. Frenggi's statement provided an overview of the flow of village financial management from the planning stage to the accountability stage. Where the planning stage begins with the lowest level of deliberation, namely the hamlet deliberation to the village development planning deliberation stage (Mardianto et al, 2023), the results of the government's musrenbangdes review programs and activities that need to be prioritized so that they are used as a reference to make a Development Work Plan (RKP) which is the foundation in preparing the Village Revenue and Expenditure Budget (APBDesa) for one fiscal year. Bhermari Village conducts socialization first before the program is realized. This is in line with the results of an interview from Mr. Hamsah Saleh as a community member of Bhermari Village:

"It is true that deliberation activities until village socialization always involve the community so that we can find out the importance of the project, the amount of budget and labor involved in the project, then socialization is usually held in the yard of residents' houses or village office halls to discuss the implementation of the project".

Program Objectives

Bheramari Village, Nangapanda District, Ende Regency, East Nusa Tenggara Province (NTT) is a coastal area that has carried out PKT programs in the form of building road rebates and building access to public cemeteries. In order to follow up on this program, the government distributed funds for each activity of IDR 118,987,000 and IDR 26,856,300 which were distributed through village funds. The form of implementation of the budget can be seen in the image below:



Figure 3. PKT Program in 2024 Source: Researcher's Processed Results

The image above is a form of realization of the cash labor-intensive program in 2024. The construction of the stairs to the cemetery is located at RT 005 RW 003 Redarangga Hamlet involving 12 residents who live in the RT. In the second picture is the construction of road rebates carried out in RT 007 RW 004 Nanggepanda Hamlet involving 12 residents who live in the RT. The infrastructure development in the image above is one of the efforts to realize the goals of the Cash Labor Intensive Program. Cash Labor Intensive is focused on empowering the poor, creating jobs, increasing people's purchasing power, and reducing poverty rates (Tanjung et al, 2021). In order to answer the goals of the PKT, the researcher conducted a group discussion attended by researchers, village heads and village officials, village assistants, communities, community leaders, BPD, youth organizations and representatives of women's groups. In the discussion forum, many statements and inputs were given such as equal distribution of labor, wages that are considered to be still small and programs that are not on target. This was represented by the opinion of Mr. Mahlin Lei as a participant

"We are only seasonal workers who are needed when there is a village project, coincidentally in 2024 there will be road work to the public cemetery located in our rt, previously I was only odd jobs so I think this project is quite financially helpful, even though the wages I receive are relatively small. We are given a wage per stage according to the amount of funds available and hopefully there will be efforts from the government for sustainable activities.

This statement reflects that the community's involvement in the cash-intensive program is still temporary or only involved during certain infrastructure developments. This shows that the CCP program is indeed able to absorb local labor, but it is limited in nature and has not been able to guarantee long-term income sustainability [40]. However, in terms of economic benefits, with relatively small wages, the community still feels additional income to meet their daily needs. This shows the effectiveness of the program in the short term. The CCP program in Bheramari Village has made a positive contribution to increasing household income. As for those who responded to programs that were considered not on target, the government needed to look again at the program targets with the characteristics and conditions of the coastal areas. This was conveyed by Mr. Gunawan as a community leader:

"The two programs that already exist in 2024 provide long-term benefits, such as stairs to the cemetery to help us stay safe to go to the cemetery, help farmers get to the garden, besides that the road rebates made can help Catholics to worship safely and can be reached on foot, but we need to look back at the condition of our villages, most of which live near the coast to prioritize the needs of residents and I think this will be an input for future programs.

Labor-Intensive Cash is focused on empowering the poor, creating jobs, increasing people's purchasing power, and reducing poverty rates while producing useful infrastructure according to the characteristics of the region and the conditions of the population in each village. For coastal areas such as Bheramari Village, this goal includes the development of facilities that support community economic activities, such as fish auction sites and/or abrasion retaining embankments. So that in addition to providing short-term benefits in the form of additional income, long-term benefits are also achieved through improving the quality of village infrastructure by reviewing the characteristics and conditions of each population.



Figure 4. Public Cemetery Steps

Source: Researcher's Documentation

In the picture above, there are two portraits from different sides that depict access to the public cemetery area. To reach the cemetery location, people must pass through stairs with a total of more than 40 steps. This condition shows that the cemetery is located in a hilly area that is higher than the residential areas around the main road. The existence of the stairs is an important facility for the community in carrying out social and cultural activities, such as traditional ceremonies and funeral processions. In addition, the location of the cemetery in hills with an uphill height also allows the community and visitors to enjoy the panorama of the Bheramari Village village.

SWOT Analysis

Strenght (Strength)

The infrastructure built in Bheramari Village, in addition to functioning as an access to the cemetery area, has the potential to be developed into a tourist destination because it presents an attractive view of the village. This development process also provides job opportunities for the local community, so that it is able to absorb the previously unemployed workforce.

Weaknesses

Village funds in Bheramari Village are mostly allocated for the field of empowerment and disaster management, so the allocation for Cash Labor-Intensive (PKT) activities is relatively limited, which is IDR 145,843,300. The infrastructure built, in the form of cemetery roads and road rebates, in its implementation has not been fully able to answer the main needs of coastal communities because it is still limited in nature and does not provide a guarantee of long-term income sustainability.

Opportunities (Peluang)

The Cash Labor Intensive Program (PKT) in Bheramari Village is in line with the national policy in village empowerment and job creation, while also having great potential to support the development of coastal infrastructure such as the construction of abrasion retaining walls and fish auction sites.

Threats (Ancaman)

The biggest threat comes from the steep conditions, and extreme weather has the potential to damage CCP's infrastructure, so it is necessary to have a sustainable program in order to have a long-term effect. In addition, CCP is highly dependent on village funds; if the allocation decreases, activities stop.

CONCLUSION

The results of the study show that PKT Bheramari Village only meets the indicators of program socialization and sustainable maintenance systems. As for the indicators of program objectives, the accuracy of the targets and monitoring of the program have not been adequately met, because there are findings that PKTD only involves as many as 26% of local workers who are doomed to be artisans and the program is not on target. Therefore, there needs to be an affirmative policy effort so that more workers participate, implemented in the form of relevant activities such as Fish Auction Places (TPI) that are in accordance with aspects of regional and population characteristics.

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